

OP ACTION ITEM FROM IO'S REPORT ON TRAINING

Recommendation No. 6 (Page 40 of Report)

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Action assigned to: ExO/Pers

OP Work Project No. 23-61

Recommendation: DTR experiment with the concept of a board of overseers of senior grade professional officers as a means of improved communication with and indoctrination of consumers, and to promote the development of more effective policies on curriculum and development.

DD/S Comment: While the Director of Training and I both are willing to experiment with the concept of a board of overseers, we are not convinced that such a board is necessary. We shall be interested in learning the views of the DD/P and DD/I.

I believe, of course, that training policies and programs form an essential and inseparable part of the Agency personnel development program, including mid-career and senior officer development. The Director of Personnel has recently proposed that the Career Council be responsible for the total Agency personnel development program, and that the efforts of the Office of Training and the Office of Personnel toward the single objective be united under the aegis of the Career Council. Because the forthcoming Career Development Board may be a mechanism by which the Career Council ensures that training policies and programs are incorporated in the total development program, the Council has deferred activation of the Board as it was originally conceived. The Director of Training and the Director of Personnel believe that their programs can be effectively integrated and implemented through the functioning of the Career Development Board. They agree, for example, to alternate the chairmanship of the Board between them in accordance with the nature of the matters before the Board. This type of arrangement to blend the efforts of these two support offices under the aegis of the Career Council is, in my opinion, an example of realistic planning for Agency use of the Director of Training and his resources.

DDCI Action: Approved with action to DTR in close cooperation with DDP and DDI with due consideration to the ties between the board of overseers and the forthcoming Career Development Board.

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OTR Proposed Action: Suggest DTR recommend to DD's the temporary appointment of three officers, one or two from each Deputy Directorate at the level of [redacted] and Mr. Sheldon, to serve as an experimental board of overseers to review curriculum and enrollment policies. DTR to suggest a modus operandi for their operation as a board of overseers. (For example: annual or semi-annual report and briefing; [redacted])

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NOTE: OTR proposes to incorporate this item for action purposes with Recommendations No. 20 and 22 which follow.)

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who was unaware of the existence of the collection. Since completion of a bibliography of the collection lies some distance in the future, its Curator and appropriate officials in OTR should collaborate on the development of an appropriate working collection of open literature [] and effective publicizing of the existence and potential usefulness of the parent collection at headquarters.

g. Present State of the Training Curriculum

(1) The content and balance of the curriculum now offered [] at headquarters reflects the current situation in training doctrine. There is marked instability in content, scheduling, and enrollment.

(2) Various operating offices have experimented with permissive job standards outlining minimum formal training judged desirable for various basic categories of assignments. Thus far, however, these have had relatively limited effect in determining who receives what training preparatory to a given assignment.

(3) [] where the enrollment of JOT's for basic training is controlled, curriculum problems include: (a) insufficient time to fit tradecraft and more specialized operations training into a crowded schedule, and (b) concern that the benefits of training will be lost before the individual has opportunity to apply them in practice, or that the content is meaningless until he gains operating experience. Many operating officials express the opinion that the [] curriculum still does not train in investigative technique and interrogation to the degree of proficiency that should be required of any case officer. The students themselves testify that tradecraft training in secret writing, [] for example, is substantially lost over the intervening two years before overseas assignment.

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(4) The junior office graduating [] faces a sizeable and growing list of advanced training courses as well as the formidable demands of language and area training limited only by the specialization dictated by his first assignment. At the present time JOT's, both in apprentice status and permanently assigned to operating offices, comprise less than 10 per cent of the total DD/P professional personnel for whom the advanced operations courses have been designed. Yet given both JOT and non-JOT sources of possible demand for training these courses have not drawn and are not drawing sufficient enrollments to sustain themselves. The typical pattern for any new course has been a mildly coerced adequate enrollment for the first presentation, then a steady decline with intermittent cancellations when student numbers have been too small to promise reasonable classroom discussion or to justify tying up training instructors and facilities. OTR officials cited eight situations of this kind in a memorandum on the subject in December 1958. The Chief Instructor for Headquarters Operations Training reported in May of this year that there had been no improvement in the intervening eighteen months.

(5) The explanations of DD/P line officers concerning low enrollments are varied. Considerable scepticism is expressed about training for training's sake. The present generation of executives has had minimum formal training and believes firmly in learning on-the-job under experienced senior officers. Many believe that the training of their subordinates is now reaching the saturation point and that small enrollments are inevitable. Operational priorities and current ceilings on manpower cause many branch chiefs to insist that they cannot release individuals for training without increase in T/O for that purpose. There is some opinion, but no consensus, that sanctions will be

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required, such as those now being experimented with in the Foreign Service, to solve the enrollment problem. These may include a more powerful central personnel management to oversee personnel assignment decisions, the development and enforcement of job standards, and a policy that makes promotion contingent on satisfaction of training requirements.

(6) The problem derives in part from faulty communication between the authorities concerned. The line command will not acquire indoctrination in the values of formal training without more awareness of training programs and policies. Confidence in the curriculum and reasonable enrollments will not appear overnight and certainly cannot be achieved by decree. OTR has briefed parties of line commanders on [] activities in the past but the contacts have been too brief and intermittent. In spite of all of the hazards of bureaucratic procedure, OTR should experiment with the concept of Boards of Overseers composed of senior grade officers from the Directorates rotated to the assignment for relatively brief periods of three to six months, who will meet regularly with the training management and faculty for detailed briefings and project investigation of current problems. The problem is one of leadership and it rests with the Director of Training and the Deputy Directors of the Agency.

h. The Future of Paramilitary Training

(1) The faculties [] which are concerned with paramilitary training moved to standby status shortly following the end of the Korean War. Emphasis changed from the training of active participants in paramilitary operations to the indoctrination of case officers in the potential of PM so that they could recognize possible applications and call in the experts to perform detailed planning and execution.

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Attachment to Action Item on Recommendation No. 6

Recommendation No. 20 (Page 92 of Report)

Recommendation: The DTR establish a JOT Selection Panel composed of line officer representation from the three Deputy Directorates together with appropriate representation from the Office of Personnel and Training. The Chief, JOTP, should chair the panel.

DD/S Comment: I agree with the principle that the Deputy Directorates, through representation, should play a role in the selection of JOT's. I do not, however, believe that it is necessary to establish another, separate, JOT Selection Panel for this purpose. Rather, I would strongly prefer to have thoughtfully selected, experienced representatives of the DD/P, DD/I and DD/S serve rotational tours of duty as training officers on the JOTP staff. Here, as I have set forth in my introductory remarks, these officers can most effectively participate in the JOT selection and placement processes.

DDCI Action: Approved.

OTR Proposed Action: DTR request assignments to such a panel, and recommend procedures for its operation. Such a panel should be chaired by C/JOTP, and include such members as [REDACTED]. It should be briefed by C/JOTP on current selection placement actions completed, review selected individual cases if desired, etc. NOTE: This suggests a review panel, not an action panel to accomplish selection and placement.

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Recommendation No. 22 (Page 92 of Report)

Recommendation: The DTR arrange for the participation on a rotational basis of line officer representation from the three Deputy Directorates in JOTP placement panels.

DD/S Comment: Concur, but I believe that this can be accomplished most effectively and efficiently by Deputy Directorate representation on the JOTP Staff, on a rotational assignment basis, as proposed in Tab 20. (Comment on Recommendation No. 20 quoted above.)

DDCI Action: Approved.

OTR Proposed Action: Accomplished by 20, above. (Refers to Recommendation No. 20.)

1. The JOTP has achieved solid acceptance in the Agency by locating students of high character and demonstrated academic performance, then instructing and motivating them in the objectives and methods of intelligence to the point where they readily adapt to and become productive in operating assignments. Once separated from the JOTP, the stiffest test of all is the willingness and ability of the JOT to fend for himself.

3. Future of the JOT Program

a. Recruitment

(1) Numerous policy questions arise in this area of administration of the JOT system. Many of these stand out in a comparison of the JOTP with the Foreign Service Officer recruitment program in the Department of State. By contrast, the JOTP administration has enjoyed singular freedom of action while the Department has been subject to constant public and congressional examination particularly as an outgrowth of the work of the Wriston Committee. New rules and structure may be imposed on the JOTP to achieve specific benefits but at considerable risk of hampering the positive leadership the program has enjoyed thus far. The Department's policies and experience should, however, be followed closely with the intention of adopting and profiting from measures of proven benefit.

(2) JOT recruitment does not assuredly reach all American citizens who may possess suitable qualifications for careers in CIA. The absence of a publicly advertised, competitive entrance test, and the use of professional officers on recruitment tours (as now

practiced in the case of ORR) would remove any doubt that the Agency does not adequately protect the inherent privilege of citizens to learn of and to apply for employment with it.

(3) There is no requirement that the JOTP balance its appointments by State or region of origin and schooling. While the present patterns of recruitment do not appear to be seriously out of balance in this respect there are aspects of the Agency's policy here which will bear observation. The first is the possible political implication at some time in the future of disproportionately low representation of officers from the South and to a lesser extent from the Far West. The second concerns heavy recruitment of students from Ivy League schools and the possible influences on loyalty to associates and judgment of individual performance which this circumstance may be alleged to generate.

(4) The JOTP administration may be assuming excessive responsibility in the screening and selection of junior officer candidates. This same issue is noted below in connection with the final assessment and assignment of JOT's to active duty. As the JOTP assumes increasing responsibility for determining the types of individuals who are to man the Agency it seems obvious that the current operating experience of senior professional officers should be brought to bear in making the decision. There are today fairly numerous consumer comments that present JOTP selections tend to overemphasize intellectual qualities and to underemphasize rugged and adventurous traits. A policy of panel examination of top candidates with professional line officers included on the panels would insure JOTP sensitivity to Agency needs at this point.

(5) There is a second possible source of independent judgment of applicant qualifications in the use of outstanding public citizens in the panel selection process. These individuals may have the handicap of limited acquaintance with intelligence but they may also contribute useful insight based on long experience in government, corporation or university administration.

b. Agency Sponsorship of JOT Military Duty

From its inception, the JOTP has sponsored military duty for candidates who have not fulfilled this requirement and whose services would probably be lost to the Agency unless employment were arranged prior to military service. A noteworthy feature of the program has been the arrangement with the Services to detail the JOT officer back to the Agency for the last 12 - 24 months of his active duty status. During the first eight years there were 141 cases of military sponsorship of which 83 or 59 per cent remained on duty at the end of the period. The program has been expensive to the Agency in loss of time from intelligence training and in the high attrition suffered. The JOTP has been able to recruit the majority of its students with military training already accomplished. A recently introduced factor in the situation is the decision to give selected JOT's additional formal training in paramilitary subjects. A correlation of the two blocks of training may prove possible and of benefit to the Agency.

for the future. (The problem of training specialists for the intelligence profession is appraised more fully in the following section of this report entitled "Training the Specialist Professional Officer".)

d. Placement of JOT's.

(1) The JOTP exercises substantial freedom in the assessment and allocation of JOT's to specialized training and in their placement in operating offices for on-the-job training. Part of the explanation lies with the Agency, part with the JOT's themselves.

(2) Few if any Agency components have successfully projected manpower requirements several years into the future, either in terms of numbers or special qualifications. Any projected division requirement for a given number of officers with specific language, area, or other competence may have doubled or evaporated three years hence depending on a host of possible developments. In consequence, operating offices have been forced to limit their specifications to the general qualifications of character, educational performance, linguistic aptitude and personality. The JOTP has employed educational and psychological screening as aids to JOT selection but in the last analysis has relied on its collective judgment based on long experience.

(3) The Program has also shown considerable tolerance toward the preferences of the individual JOT, both at time of selection for specialized, e.g., case officer, training and later in the selection of a job assignment. Some men with excellent qualifications for the DD/I and DD/S can regularly be expected to find the DD/P more attractive. Thus it is not certain at this stage that the new DD/I and DD/S quotas can be

filled. There is an understandable gravitational pull to the DD/P career but in addition there is a subtle instructor and student climate that rates selection to the DD/P as success and allocation to the other Directorates as "second rank" performance. In some instances this climate is generated even in the recruitment stage. The JOIP, OTR and the Office of Personnel must combat these prejudices with vigor if they are to cater successfully to the basic needs of the DD/I and DD/S.

(4) The JOIP and the Directorates are overly isolated from each other and communication on junior officer training policies at the intermediate command levels is clearly deficient. One answer, as with recruitment, is to rotate line officers to serve on JOIP panels that make basic decisions so that their advice on placement policy will be assured. The JOIP will acquire a convincing base for its judgments and the line officials will return to their regular duties with increased awareness of training and personnel development policies.

e. Attrition among JOT's

(1) It was noted earlier that the JOT is expected to stand on his own two feet following graduation from JOIP sponsorship. How well he is succeeding in doing so is a matter of obvious concern to trainers for the light it may shed on the effectiveness of selection, instruction and motivation. The subject is of increasing interest in the Agency; however, there is as yet no systematic program for review of JOT careers and identification of adjustment problems before they mature to the point of resignation. Both the Office of Personnel and the Inspector General Staff conduct resignation interviews, and the Directors

(7) There is no pattern in the scheduling of overseas duty. The prospect of overseas assignment is a significant factor in JOT recruitment and therefore a possible source of frustration when the junior officer finds his initial headquarters tour stretching into the third and occasionally the fourth year. The present prospect is that this issue will grow in importance as the four-year or longer tour of duty becomes standard Agency practice. It is conceivable that the DD/P will have to establish a ceiling on the number of months of headquarters duty the Junior Officer shall serve prior to assignment overseas.

(8) Another approach to the concept of apprenticeship is to schedule some of it overseas including formal training in language and area. This has the appeal of realism and the drawbacks of greater expense and difficulty in finding supervisors who are qualified and motivated to work with junior officers and who can find the time under operating pressures to provide effective guidance. The prospect of a large influx of JOT's into the DD/P annually only two years hence makes it appear desirable to experiment now with this approach.

(9) Problems in the management of JOT's with 10 or 15 years of experience as case officers lie some distance in the future. With respect to the question of formal or refresher training for such officers, the present experimentation of the Department of State with mid-career and senior officer training is of interest. Many officers at this stage will be moving into chief of base and deputy chief of station assignments for which as yet there is no formal preparation. The question of diversification of experience through rotation is one

which faces the senior JOT graduates, and non-JOT's, at the present time. There is insufficient evidence for generalization but in some cases the experience here has been discouraging. Some former JOT's now operate on the conviction that diversification is a matter of personal initiative, and accomplished by knowing the right person and being in the right place at the right time. Well qualified officers have located suitable vacancies only to find that the concern of the employing Branch for its own, perhaps less well qualified individuals, has precluded appointment. The net result then is frustration and possible resignation for the individual and haphazard administration of the broad personnel objectives of the Directorate. The power of decision here lies with the Branch Chief. The Panel system of Career management as now constituted doesn't really get at the problems involved. In some manner, particularly in the case of highly qualified and expensively trained JOT's, it will be essential that the DD/P, and in time the DD/I and DD/S, provide for a more orderly personnel administration. The career officer must know what to expect and how to plan the broad outlines of his career. The Department of State is also experimenting with this problem as a result of severe criticism by the Wriston Committee of its previous informal practices. Recent State innovations include the development of training and experience standards for all Foreign Service positions, the establishment of an inventory system on punched cards to record individual training status and to derive annual training requirements, the imposition of sanctions to enforce training policy including a requirement that language competence be a prerequisite to advancement, and, finally, the creation

of a Career Development and Counselling Staff of experienced Foreign Service Officers to advise on personnel policy and monitor the career planning of individual officers. These measures are not yet proved instruments of a forward looking personnel management policy, nor are they necessarily suited to the needs of CIA. They do merit close observation and they are suggestive of the directions in which the Agency may need to move if it experiences severe attrition among its most highly qualified and carefully trained personnel.

It is recommended that:

(a) The DCI establish as Agency policy that all junior professional officers enter Agency employ through the JOTF

(b) The DTR establish a JOT Selection Panel composed of line officer representation from the three Deputy Directorates together with appropriate representation from the Office of Personnel and Training. The Chief, JOTF, should chair the panel.

(c) The DTR should give consideration to the feasibility of the use of outstanding public citizens in the panel selection process recommended above.

(d) The DTR arrange for the participation on a rotational basis of line officer representation from the three Deputy Directorates in JOTF placement panels.

(e) The DTR together with the Director of Personnel take steps to eliminate prejudices that have arisen which tend to assign second class status to DD/S and DD/I careers.

(f) The DD/P establish minimum standards of training and experience for case officer apprenticeship including general preparatory, basic skills, language and advanced operational training, and that he determine the feasibility by experiment of some form of overseas familiarization as a part of the apprentice period.

(g) The DTR together with the Director of Personnel undertake to monitor the present efforts of the Department of State to improve personnel management and training in the Foreign Service for measures that may be adopted for the Agency's benefit.

OP ACTION ITEM FROM IG'S REPORT ON TRAINING

Recommendation No. 37 (Page 149 of Report)

Action assigned to: ExO/Pers

OP Work Project No. 23-61

Recommendation: The DCI authorize and direct the establishment of a mid-career training course for officers at the GS-12 and -13 level in order to prepare them for broader responsibilities particularly in the field of command, to refresh their motivation in the intelligence service and to broaden their understanding of the interrelationship of Agency functions.

DD/S Comment: Concur. OTR has done some preliminary research and planning for such a course and, in fact, already offers some training in separate, functional courses at this level, such as management and overseas effectiveness training. The Director of Training has been reluctant to push a mid-career course, however, while training is still approached on a permissive basis.

The majority of Office and Staff heads of DD/S have signified their agreement with the need and utility of a mid-career course as envisioned by the IG. If the other Deputy Directorates show a similar interest, and if this course shall be attended on a "planned" basis, I shall request OTR to move ahead with their planning.

I should like to pause here to comment briefly on the present state of management training. OTR now offers three separate scheduled courses in management and supervision, arranged by student grade levels, plus a new senior seminar in management for selected, senior officers of the Agency. In addition, numbers of Agency personnel, especially from the DD/S, have completed external management training of various types in such institutions as the Harvard Business School, University of Chicago, American Management Association, the U.S. Army Management School, the Brookings Institution, and others. We have now reached the point where we can relate the various management training facilities to the varying needs of our employees, and I foresee that we shall continue to take appropriate advantage of these several opportunities.

Nevertheless, I agree that Agency doctrine and problems of command, management, personnel administration, and supervision should be given due weight in the proposed mid-career course.

DDCI Action: Approved.

OTR Proposed Action: OTR to assist DCI in this action, possibly with modification through CIA Career Council action.

D. Mid-career Training

1. The need for some form of training at the middle career level is acknowledged by trainers and consumers alike but there is little agreement on the nature, extent or even timing of such a course. Mid-career training generally throughout government and industry is accepted as a part of an overall program of the proper preparation of people to perform effectively in their assigned functions. The Foreign Service Institute, for example, offers a course for Foreign Service Officers at the FSO 3, 4, and 5 levels which is designed to "encourage the development of a broad and integrated professional philosophy that will enable the officer to function with a more acute awareness and a deeper understanding of the essential character and role of his profession." (It should be noted that the 12 week course includes two weeks devoted to executive management.) While this purpose may not be completely appropriate to the Agency, it does contain some of the essential characteristics applicable to any program of training at mid-career.

2. Before advancing suggestions for the purpose and nature of such training a definition of mid-career should be agreed upon. The middle point of a man's career will, of course, vary with the individual and will be influenced by circumstances both favorable and unfavorable. An age and grade projection of what may be considered an average career would take this form:

GS Grade	9	11	12	13	14	15
Age	25	30	35	40	45	50

In actual practice intervals between promotions in the lower grades may be shorter and longer in the upper grades. While this projection admittedly is rather arbitrary, it seems reasonable to assume that the young man of 25

entering the service should aspire to grade GS-15 by the time he reaches 50 years of age. If he does not his chances of attaining that grade thereafter diminish rapidly. We realize that 25 years of service is not regarded by many as a full lifetime career and that GS-15 is not the full limit of grade levels available. The projection may be extended through GS-18 and age 65 without materially altering the relationship of age and grade. The number of supergrade positions always will be limited and since we are seeking something having application to the majority of officers we believe it more practical to use the projection shown above.

3. The middle point in grade falls between GS-12 and 13, in age between 35 and 40, and in length of service between 10 and 15 years. This point appears to be most appropriate for a number of reasons. At the GS-13 level an officer usually is expected to assume major supervisory responsibilities for which he should be thoroughly prepared. One of the deficiencies noted in the current training effort is the inadequacy of proper preparation of employees assigned managerial responsibilities. Grade GS-13 also is in many areas of the Agency a crucial point; it is a "break-through" level which distinguishes between journeymen and senior officers. It is in effect the gateway to more senior positions and one of the more difficult to penetrate.

4. The age bracket of 35 to 40 also is very significant. It is the stage at which the individual becomes more mature, he is more aware of the full extent of his responsibilities both at work and at home and his concern with his future is greatly sharpened. It is no coincidence that the average age of professional officers in grade GS-12 and over who leave the Agency for some other occupation is 39.4. It is frequently a turning point in a man's life.

5. In terms of years of service this middle point is most appropriate also. The officer has served his apprenticeship and at least seven to twelve productive years in his specialty. He probably knows all there is to know about his job but has had little opportunity to participate in or learn about other activities. The danger of atrophy is greatest at this point.

6. A mid-career training program designed with these factors in mind should have as its purpose: (a) to prepare officers to assume broader responsibilities particularly in the field of command; (b) to refresh and rekindle their motivation in the interest of the government and the intelligence service, and (c) to broaden their outlook of the Agency's mission through a better understanding of the interrelationships of its many parts.

7. We anticipate some initial difficulties in the development and scheduling of a mid-career program but as employees' promotion and growth rate stabilizes there should be a fairly uniform progression of officers through this mid-career stage which will provide standard, almost routine attendance for a regularly scheduled course. The seminar form of approximately 12 weeks is favored by most and would appear to be appropriate to the purpose.

It is recommended that:

The DCI authorize and direct the establishment of a mid-career training course for officers at the GS-12 and -13 level in order to prepare them for broader responsibilities particularly in the field of command, to refresh their motivation in the intelligence service and to broaden their understanding of the interrelationship of Agency functions.

OP ACTION ITEM FROM IG'S REPORT ON TRAINING

Recommendation No. 38 (Page 154 of Report)

Action assigned to: ExO/Pers

OP Work Project No. 23-61

Recommendation: The DCI authorize and direct that a senior officer program be established to develop more officers capable of formulating and evaluating comprehensively policy concerned with intelligence in the U. S. Government generally in keeping with the outline described in the IG survey.

DD/S Comment: I concur that the Agency will benefit from a senior officer training program, but I believe that we must give this recommendation careful and deliberate study. I am not at all sure that we should try to set up a "CIA Senior Officer Course" comparable to that offered at the National War College, for example. First of all, such an undertaking cannot help but be very expensive to administer and to operate, and OTR advises that it does not now have the staff or the facilities for such a course.

The Director of Training points out, too, that OTR already is making very extensive use of the valuable services and time of many of our senior and top-level CIA officials as guest speakers and panelists in existing courses. Finally, we are already accomplishing a considerable amount of training of CIA senior officers at this level in:

- a. the senior officer colleges of Defense and State,
- b. civilian and military graduate schools of management,
- c. advanced studies in other subject matter areas in colleges and universities in the United States and overseas (especially by DD/I officers), and last
- d. our own, existing senior officer-level courses.

I feel that we can do more in this area, and am confident that there can be worked out a comprehensive program which will meet the general needs of senior executives as well as the peculiar needs of our senior professional specialists.

DDCI Action: Approved with the modification that a senior officer program shall be drafted and submitted for approval rather than established at this time.

OTR Proposed Action: DTR to assist DCI, through CIA Career Council, noting CIA's extensive and often very expensive use of other senior officer training facilities.

E. Senior Officer Training

1. One of the readily identifiable problem areas in the Agency today is the pronounced shortage of senior level officers thoroughly experienced in all aspects of the intelligence profession capable of understanding and effectively dealing with complex Agency-wide and inter-agency problems. The Agency finds itself in this circumstance partly through its historical evolution in which some components descended in unbroken line from World War II organizations; partly because the organizational structure has fostered the growth of three semi-autonomous sub-divisions; partly because a sound security concept of compartmentation has been permitted to develop into a policy approaching "apartheid"; and partly because the pressure of operational and functional demands placed on the Agency since its inception have compelled the direction of its great energy to the rapid development of people to do specific jobs well and defer to some later date the development of people who can do all jobs well. There also enters here some element of the prodigal use of talent because it is plentiful, the substitution of numbers of people to make up for lack of broad individual competence and the resorting to group judgments in place of executive skill.

2. Preparing individuals to assume and effectively discharge the responsibilities of senior management is more a problem of development than formalized training although the latter has a definite place in the scheme of things. As we pointed out in the Inspector General's report on the Career Service Program, the absence of an organized method of career development has seriously hampered the proper preparation of officers for key positions and some sound long range planning must be instituted to meet this need. We

still are hopeful that such an effort will be successful in the near future. For the present, however, there is an immediate need to do everything possible to improve the effectiveness of today's staff of senior officers and those to be selected in the next few years to come. For this purpose we suggest a senior officer training program.

3. The objective of a senior officer program may be briefly stated in these terms: to develop more officers capable of formulating and evaluating comprehensively policy concerned with intelligence in the U. S. Government. This objective is sufficiently broad to encompass all aspects of the intelligence profession, the internal management of Agency affairs and the inter-relationships of the Agency with the intelligence community and the policy making elements of the government.

4. The level at which this program is aimed should not be lower than GS-15 although a case can be made to include selected individuals at the GS-14 level. It should be regarded as the preparatory phase for officers entering the final stages of their careers with the Agency and therefore provide a rounding out of their earlier experiences and training.

5. The greatest benefit of this program is to be derived from the interchange of opinions and ideas through the exploration of the entire spectrum of Agency and community problems. For this purpose a combination of seminars and case studies with a minimum of orientational lecturing would be the most productive. A mixed enrollment of DD/P, DD/I, and DD/S officers could profit by exposure to each other's problems. A budget officer, for example, might make a solid contribution to a discussion of counterintelligence operations, a case officer might speak with conviction on information storage

and retrieval, and an analyst may offer valuable ideas on logistical matters. Executive management should be stressed at this level but no subject, operational or administrative, should be neglected.

6. A senior officer program to be most effective must be allotted a period of time adequate to the full development of its objective. A similar program, though on a somewhat broader scale, conducted by the Foreign Service Institute runs for nine months. We do not contemplate so extensive a program to meet Agency needs at the present time. As the program evolves in the future it may be found desirable to invite attendance by senior officers of other intelligence agencies in which event a longer course might be justified. For the initial effort at least and until experience can be gained we believe a course of about four months would be most effective.

7. In magnitude, taking into account the problems of administration and technical methods of handling such a program, it is suggested that enrollment be limited to not more than 40 officers at one time. The program should be conducted at least twice annually although it is believed possible to run two courses concurrently if necessary. A reasonable goal would appear to be the participation of 80 to 100 officers each year.*

*Note: At the present rate of promotion about 50 officers will enter the GS-15 level each year. It is anticipated that promotions will stabilize at this rate for the foreseeable future. This will permit ultimately scheduling the senior officer program semiannually with an attendance of about 25 at each session. For the first few years, however, the effort must be made to accommodate a large part of the present staff as well as the newly elevated officers.

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25X1A 8. The question of location must also be considered. Ideally, from the academic point of view, an atmosphere relaxed and free from the tensions of normal Agency activities would provide the best surroundings for undisturbed concentration and thought. This would point to [] as the most appropriate site but practical considerations seem to impose insurmountable obstacles. Separation from family for an extended period of time, while tolerated by the JOT, would be strongly resented by the senior officers. Unlike the military services Agency facilities [] do not provide for students' dependents and it would be economically unfeasible for the Agency to pay for [] 25X1A quarters even if the local market could meet the demand. It appears therefore that there is no alternative at present to conducting the program at headquarters with the attendant disadvantages of proximity at home offices and the ever present danger of interruptions and distraction by continuing contacts with working colleagues and associates.

25X1A 9. The success of the program can be assured only by highest level direction and proper planning. Officers who are to participate must be released from regular duties for the full duration of the course and required replacements arranged for well in advance so that their functions can be carried on in their absence. It is our opinion that all officers should be required to participate upon reaching the GS-15 level but if this proves to be impractical, at least for the present, then selection should be based on merit, accomplishment and potential. Appointment should be regarded as a reward for achievement and an acknowledgement of superior ability opening the way to the highest levels of executive management.

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10. Other than the salaries of the participants no extraordinary cost is contemplated for this program. It should be administered by the DER who will be expected to provide supporting services. In the initial formulation of the program the services of technical experts will be needed but instructors as such can be dispensed with. Seminar and discussion leaders can be drawn from the Agency at large or, better still, from among the participating officers themselves. None of the customary testing and evaluation practices are called for. It may be desirable to enlist and pay for some expert outside talent to handle such subjects as advanced management but the cost for such services would be modest when compared with the cost of full-time instructors.

11. On a number of occasions in the past suggestions have been made to establish an Intelligence Staff College along the lines of similar military institutions. Some such proposals have been reviewed in the process of this study and much thought has been given the matter. There is much to be said in favor of some form of staff college for intelligence officers but it is believed that the Agency is not yet ready for such an undertaking. A senior officers' program as outlined herein may well lead to the ultimate establishment of a broader and higher level school but to meet the Agency's most urgent need this program should be developed without delay.

It is recommended that:

The DCI authorize and direct that a senior officer program be established to develop more officers capable of formulating and evaluating comprehensively policy concerned with intelligence in the U. S. Government generally in keeping with the outline described above.

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OP ACTION ITEM FROM IG'S REPORT ON TRAINING

Recommendation No. 25 (Page 92 of Report)

Action assigned to: Plans Staff

OP Work Project No. 31-61

Recommendation: The DTR together with the Director of Personnel undertake to monitor the present efforts of the Department of State to improve personnel management and training in the Foreign Service for measures that may be adopted for the Agency's benefit.

DD/S Comment: Concur. We have been doing this for some time, on a continuing basis.

DDCI Action: Approved on the understanding that such monitoring is already underway and will be continued.

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OTR Proposed Action: This is being done on a continuing basis. DTR's coverage is provided by R/TR, PPS, LAS, SIC, IS and [redacted], and Office of General Counsel. DTR is a member of the Interdepartmental Training Group.

OTR Proposed Report of Action: The Office of Training is in fact closely monitoring both the Department of State and USIA, on a continuing basis. An OTR officer is now serving as Director of Training of the USIA. Close contact and liaison with the Department of State and the Foreign Service Institute are maintained formally and informally through the OTR registrar, Plans and Policy Staff, Language and Area School, Intelligence School, and School of International Communisms. The CIA Office of General Counsel also forwards to OTR information concerning this subject. Finally, the Director of Training is a member of the Interdepartmental Training Group.

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1. The JOTP has achieved solid acceptance in the Agency by locating students of high character and demonstrated academic performance, then instructing and motivating them in the objectives and methods of intelligence to the point where they readily adapt to and become productive in operating assignments. Once separated from the JOTP, the stiffest test of all is the willingness and ability of the JOT to fend for himself.

3. Future of the JOT Program

a. Recruitment

(1) Numerous policy questions arise in this area of administration of the JOT system. Many of these stand out in a comparison of the JOTP with the Foreign Service Officer recruitment program in the Department of State. By contrast, the JOTP administration has enjoyed singular freedom of action while the Department has been subject to constant public and congressional examination particularly as an outgrowth of the work of the Wriston Committee. New rules and structure may be imposed on the JOTP to achieve specific benefits but at considerable risk of hampering the positive leadership the program has enjoyed thus far. The Department's policies and experience should, however, be followed closely with the intention of adopting and profiting from measures of proven benefit.

(2) JOT recruitment does not assuredly reach all American citizens who may possess suitable qualifications for careers in CIA. The absence of a publicly advertised, competitive entrance test, and the use of professional officers on recruitment tours (as now

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practiced in the case of ORR) would remove any doubt that the Agency does not adequately protect the inherent privilege of citizens to learn of and to apply for employment with it.

(3) There is no requirement that the JOTP balance its appointments by State or region of origin and schooling. While the present patterns of recruitment do not appear to be seriously out of balance in this respect there are aspects of the Agency's policy here which will bear observation. The first is the possible political implication at some time in the future of disproportionately low representation of officers from the South and to a lesser extent from the Far West. The second concerns heavy recruitment of students from Ivy League schools and the possible influences on loyalty to associates and judgment of individual performance which this circumstance may be alleged to generate.

(4) The JOTP administration may be assuming excessive responsibility in the screening and selection of junior officer candidates. This same issue is noted below in connection with the final assessment and assignment of JOT's to active duty. As the JOTP assumes increasing responsibility for determining the types of individuals who are to man the Agency it seems obvious that the current operating experience of senior professional officers should be brought to bear in making the decision. There are today fairly numerous consumer comments that present JOTP selections tend to overemphasize intellectual qualities and to underemphasize rugged and adventurous traits. A policy of panel examination of top candidates with professional line officers included on the panels would insure JOTP sensitivity to Agency needs at this point.

(5) There is a second possible source of independent judgment of applicant qualifications in the use of outstanding public citizens in the panel selection process. These individuals may have the handicap of limited acquaintance with intelligence but they may also contribute useful insight based on long experience in government, corporation or university administration.

b. Agency Sponsorship of JOT Military Duty

From its inception, the JOTP has sponsored military duty for candidates who have not fulfilled this requirement and whose services would probably be lost to the Agency unless employment were arranged prior to military service. A noteworthy feature of the program has been the arrangement with the Services to detail the JOT officer back to the Agency for the last 12 - 24 months of his active duty status. During the first eight years there were 141 cases of military sponsorship of which 83 or 59 per cent remained on duty at the end of the period. The program has been expensive to the Agency in loss of time from intelligence training and in the high attrition suffered. The JOTP has been able to recruit the majority of its students with military training already accomplished. A recently introduced factor in the situation is the decision to give selected JOT's additional formal training in paramilitary subjects. A correlation of the two blocks of training may prove possible and of benefit to the Agency.

(7) There is no pattern in the scheduling of overseas duty. The prospect of overseas assignment is a significant factor in JOT recruitment and therefore a possible source of frustration when the junior officer finds his initial headquarters tour stretching into the third and occasionally the fourth year. The present prospect is that this issue will grow in importance as the four-year or longer tour of duty becomes standard Agency practice. It is conceivable that the DD/P will have to establish a ceiling on the number of months of headquarters duty the Junior Officer shall serve prior to assignment overseas.

(8) Another approach to the concept of apprenticeship is to schedule some of it overseas including formal training in language and area. This has the appeal of realism and the drawbacks of greater expense and difficulty in finding supervisors who are qualified and motivated to work with junior officers and who can find the time under operating pressures to provide effective guidance. The prospect of a large influx of JOT's into the DD/P annually only two years hence makes it appear desirable to experiment now with this approach.

(9) Problems in the management of JOT's with 10 or 15 years of experience as case officers lie some distance in the future. With respect to the question of formal or refresher training for such officers, the present experimentation of the Department of State with mid-career and senior officer training is of interest. Many officers at this stage will be moving into chief of base and deputy chief of station assignments for which as yet there is no formal preparation. The question of diversification of experience through rotation is one

which faces the senior JOT graduates, and non-JOT's, at the present time. There is insufficient evidence for generalization but in some cases the experience here has been discouraging. Some former JOT's now operate on the conviction that diversification is a matter of personal initiative, and accomplished by knowing the right person and being in the right place at the right time. Well qualified officers have located suitable vacancies only to find that the concern of the employing Branch for its own, perhaps less well qualified individuals, has precluded appointment. The net result then is frustration and possible resignation for the individual and haphazard administration of the broad personnel objectives of the Directorate. The power of decision here lies with the Branch Chief. The Panel system of Career management as now constituted doesn't really get at the problems involved. In some manner, particularly in the case of highly qualified and expensively trained JOT's, it will be essential that the DD/P, and in time the DD/I and DD/S, provide for a more orderly personnel administration. The career officer must know what to expect and how to plan the broad outlines of his career. The Department of State is also experimenting with this problem as a result of severe criticism by the Wriston Committee of its previous informal practices. Recent State innovations include the development of training and experience standards for all Foreign Service positions, the establishment of an inventory system on punched cards to record individual training status and to derive annual training requirements, the imposition of sanctions to enforce training policy including a requirement that language competence be a prerequisite to advancement, and, finally, the creation

of a Career Development and Counselling Staff of experienced Foreign Service Officers to advise on personnel policy and monitor the career planning of individual officers. These measures are not yet proved instruments of a forward looking personnel management policy, nor are they necessarily suited to the needs of CIA. They do merit close observation and they are suggestive of the directions in which the Agency may need to move if it experiences severe attrition among its most highly qualified and carefully trained personnel.

It is recommended that:

- (a) The DCI establish as Agency policy that all junior professional officers enter Agency employ through the JOTP
- (b) The DTR establish a JOT Selection Panel composed of line officer representation from the three Deputy Directorates together with appropriate representation from the Office of Personnel and Training. The Chief, JOTP, should chair the panel.
- (c) The DTR should give consideration to the feasibility of the use of outstanding public citizens in the panel selection process recommended above.
- (d) The DTR arrange for the participation on a rotational basis of line officer representation from the three Deputy Directorates in JOTP placement panels.
- (e) The DTR together with the Director of Personnel take steps to eliminate prejudices that have arisen which tend to assign second class status to DD/S and DD/I careers.
- (f) The DD/P establish minimum standards of training and experience for case officer apprenticeship including general preparatory, basic skills, language and advanced operational training, and that he determine the feasibility by experiment of some form of overseas familiarization as a part of the apprentice period.
- (g) The DTR together with the Director of Personnel undertake to monitor the present efforts of the Department of State to improve personnel management and training in the Foreign Service for measures that may be adopted for the Agency's benefit.